

Wisconsin Office of Justice Assistance

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ADULT JAIL POPULATIONS IN WISCONSIN - 2002

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Executive Summary

- Total adult admissions to Wisconsin county jails increased 2.3% from 2001 to 2002.
- There was one jail admission for every 15.5 adults in 2003.
- While 83.1% of Wisconsin inmates were male in 2002, the percentage of females admitted continues to rise.
- A reported 8,786 seventeen year-olds were admitted to Wisconsin jails in 2002.
- According to admissions racial designation, 64% of those admitted were white (compared with 88.5% of population) and 32% were black (compared with 5.3% of population.)
- The average length of stay remained constant from 2001 to 2002 at 19.3.
- The average daily population (ADP) increased 2.2% from 2001 to 2002, with a total average daily population of 13,702 inmates per day statewide.
- The ADP increased 88.3% since 1991, paralleling the 90.9% increase in jail capacity.
- The ADP was 87.5% of total jail capacity during 2002.
- Forty-five county jails were at 80% capacity or more in 2002 and technically 'overcrowded.' Twenty-two of these were over 100% capacity.
- Thirty county jails had ADP's of 100 people or more in 2002.
- The estimated Huber capacity of all Wisconsin jails was 5,317, or 34% of total jail capacity.
- Eleven Wisconsin county jails, about 15.5%, are currently at some stage of jail expansion.
- About 639 of the total state ADP (.2%) were monitored electronically on an average day.
- A minimum of 6,578 inmates were transferred from overcrowded jails to other county jails.

Bold denotes revision in May 2004.

- The Statistical Analysis Center is a program of the Wisconsin Office of Justice Assistance. Its purpose is to collect, analyze, interpret, and disseminate criminal justice data in the state of Wisconsin.
- The Statistical Analysis Center also provides technical assistance to local law enforcement agencies and promotes the coordination and development of criminal justice statistical systems throughout Wisconsin.
- The Statistical Analysis Center provides access to federal criminal justice statistical information to state and local government.
- The Statistical Analysis Center was funded in the year 2002 by the State of Wisconsin and, in part, by a grant from the U.S. Department of Justice, Bureau of Justice Statistics
- The Statistical Analysis would like to acknowledge the cooperation of the county Sheriff Departments in the completion of this document.

Introduction

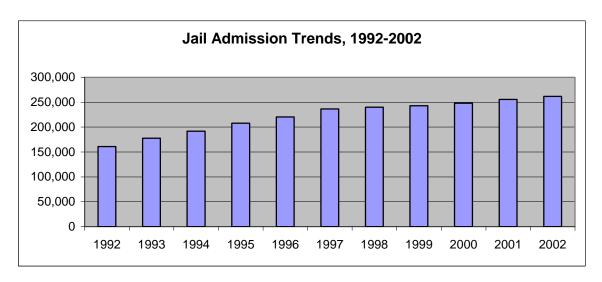
This is a summary report of Wisconsin adult jail populations confined in local correctional facilities during 2002 with select comparison statistics for the past ten years. The data were compiled by the Statistical Analysis Center (SAC) of the Office of Justice Assistance (OJA) in early 2003.

This report details trends in adult jail admissions, average daily population (ADP), rates of detention, and jail capacity. Data are also provided on specific characteristics of the inmate population, such as the sex, race, the number of seventeen year-old confinements, and the proportion of prisoners serving a sentence. All aggregated numbers are estimates based on a very simple survey instrument, as well as historical patterns in the state of Wisconsin and surveys conducted by the Statistical Analysis Center in previous years. The degree of detail shown in this report is limited to that provided in these source materials. In the recent SAC surveys, for example, the amount of detailed information on confinements varied among counties, making it necessary to estimate values for a few counties and the entire State for those years. Also, no attempt was made to collect more detailed information about incarceration circumstances, such as the type of offense for which inmates were detained.

Jail Admission Trends

Since 1992, total jail admissions in the state of Wisconsin have increased 62.8%, from 160,785 in 1992 to an estimated 261,684 in 2002. The largest increase between any two years was between 1992 and 1993 with a change of 10.4%. Jail admissions increased 2.3% from 2001 to 2002.

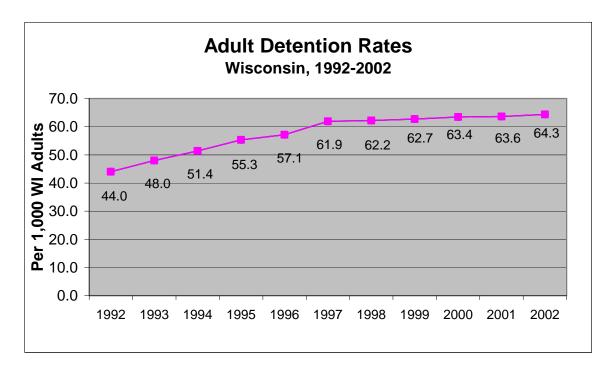
For context purposes, the population of Wisconsin has increased 9.8% over this ten-year period while reported index offenses have decreased 19.5%*.



^{*}The early nineties in the United States overall was characterized by particularly high crime, so Wisconsin's decrease sine 1992 parallels the national decrease.

Detention Rates

The adult detention rate has increased nearly 46.1% since 1992, from 44.0 detentions per 1,000 Wisconsin adults in 1992 to 64.3 in 2002.



Sentenced Admissions

An estimated 34.4% of inmates in Wisconsin county jails were serving a sentence in 2002. From 2001 to 2002, the proportion of inmates serving a sentence decreased 12.7%, from 39.4% of all inmates in Wisconsin county jails in 2001 to 34.4% of inmates in 2002. This estimate is very tentative; however, because this information was unavailable for approximately 12% of the state's counties. This estimate is based on the 88% of received Jail Report Surveys.

Admission of Seventeen-Year Olds

In 1996, there were changes in Wisconsin statutes that allowed the incarceration of most seventeen-year olds in Wisconsin county jails. In 2002, an estimated 8,894 17 year olds were admitted to Wisconsin county jails, 3.4 % of all admissions. Of these, 84.4% were male, 63.5% were white, and for 39.9% of seventeen year olds admitted public disorder was their most serious offense.

Admissions by Sex

More than eight out of ten Wisconsin inmates were male in 2002; however, the total number of female admissions into Wisconsin county jails has increased 111.3 % over the past ten years, from 20,869 in 1992 to 44,103 in 2002. The female *proportion* of the inmate population has grown from 12.9 % to 16.9 %, since 1992, an increase of 31.0%.

Admissions by Race

The racial/ethnic composition of admissions into Wisconsin county jails has remained fairly consistent over the past ten years. According to United States Census Bureau estimates for 2002, whites comprised 88.5% of the population, blacks 5.3%, Native Americans 0.7%, and Asians 2.0%. Others, not a category in this jail survey, made up the remaining 3.5%.

The following table compares percent of population with percent of jail incarceration based on race. Jail populations when compared to state population percentages show that Whites and Asians are under represented while Blacks and Native Americans are over represented. This disparity is more apparent in counties with larger minority populations.

Table 1: Percent of State Population and Jail Population

2002 US Census Bureau estimated figures

							Combined
	Total	White	Black	Nat Am	Asian	Other	Race
Total Pop (State)	5,285,604	4,678,988	282,439	36,140	106,799	99,527	81,711
Total Adult	3,963,745	3,508,836	211,805	27,102	80,090	74,637	61,276
% of Pop		88.523%	5.344%	0.684%	2.021%	1.883%	1.546%
Admissions-Adult	261,684	167,415	83,031	8,483	2,755	N/A	N/A
% of Adult Admsn		63.976%	31.729%	3.242%	1.053%	N/A	N/A
Total Pop (Milw)	913,090	588,451	228,948	5,453	27,660	41,679	20,899
Total Adult	666,199	429,339	167,043	3,979	20,181	30,409	15,248
% of Pop		64.446%	25.074%	0.597%	3.029%	4.565%	2.289%
Admissions-Adult	67,530	21,571	45,401	321	237	N/A	N/A
% of Adult Admsn		31.943%	67.231%	0.475%	0.351%	N/A	N/A
Tot Don (St. w/o Milw)	4 272 544	4 000 F37	F2 404	20.607	70 120	E7 040	60.912
Tot Pop (St w/o Milw)	4,372,514	4,090,537	53,491	30,687	79,139	57,848	60,812
Total Adult	3,297,546	3,079,497	44,762	23,123	59,909	44,228	46,028
% of Pop		93.551%	1.223%	0.702%	1.810%	1.323%	1.391%
Admissions-Adult	194,154	145,844	37,630	8,162	2,518	N/A	N/A
% of Adult Admsn		75.118%	19.382%	4.204%	1.297%	N/A	N/A

It should be noted that assigning inmates to the Hispanic/Latino category has proven problematic and therefore this group is not included in this chart. In most cases, these inmates have been designated as white or black, which makes the racial makeup of jail inmates slightly misleading. The Hispanic/Latino category has traditionally been dependent on self-identification and was not included in the survey instrument.

ADP Trends

Average Daily Population

The average daily population (ADP) is defined as the average number of inmates held in state facilities each day during one year. The ADP is calculated using total admissions and the average length of stay. The ADP for each county is shown in Table 3.

Jail Capacity and ADP

It is critical to understand that the ADP represents the average daily population and that the jail population exceeds that number approximately half the days of the year. In addition, maximum capacity is practically defined as 80% of true capacity. Reasons for this include the need for management flexibility, sufficient bed capacity to cover seasonal or weekend confinement peaks, the set-aside of additional space for inmates with special needs (e.g., waived juveniles, suicidal or mentally ill inmates), and allocation of jail capacity according to other meaningful categories (e.g., age, sex, or pretrial/sentenced.)

Changes in ADP

Comparisons of overcrowding in Wisconsin jails have been done using the 80 percent definition. In terms of the statewide total, Wisconsin county jails have been overcrowded every year for the past ten years.

Forty five Wisconsin county jails*, or 62.5% were operating at or over 80% of actual capacity in 2002, meaning that more than half of Wisconsin jails are 'overcrowded.' Of these, sixteen detained inmates over 100% of their actual capacity.

Table 2: Total Capacity and ADP, 1992-2002

	Total State	<u>Statewide</u>	
<u>Year</u>	<u>Capacity</u>	<u>ADP</u>	ADP/Cap.
1992	8,270	7,114	86.02%
1993	9,165	7,977	87.04%
1994	9,787	8,680	88.69%
1995	10,077	9,459	93.87%
1996	10,164	10,038	98.76%
1997	11,068	10,925	98.71%
1998	12,316	11,407	92.62%
1999	13,004	12,528	96.34%
2000	13,525	12,907	95.43%
2001	14,024	13,411	95.63%
2002	15,518	13,702**	88.30**%

^{* (}Italicized entry is based on an estimate). Ashland, Barron, Bayfield, Buffalo, Burnett, Columbia, Dane, Dodge, Door, Douglas, Dunn, Fond du Lac, Grant, Green Lake, Iowa, Jackson, Jefferson, Kenosha, Kewaunee, La Crosse, Lincoln, Manitowoc, Marathon, Marinette, Milwaukee, Monroe, Oconto, Outagamie, Pierce, Portage, Price, Racine, Richland, Rock, St Croix, Sauk, Sawyer, Trempealeau, Vernon, Walworth, Washburn, Waukesha, Waushara, Winnebago, Wood

Table 3: Wisconsin Jail Data by County

		<u>Admissions</u> % Change		<u>Avera</u>	Average Daily Population % Change			<u>Staff</u>
County	2001	2002	2001-2002	2001	2002	2001-2002	2002	2002
Adams	1,392.00	1,541.00	10.7%	72.00	78.00	8.3%	108.00	18.00
Ashland	986.00	1,058.00	7.3%	60.00	66.00	10.0%	65.00	10.00
Barron	1,603.00	1,657.00	3.4%	92.00	49.00	-46.7%	52.00	18.00
Bayfield	564.00	635.00	12.6%	27.00	28.00	3.7%	28.00	11.00
Brown	9,832.00	9,381.00	-4.6%	323.00	345.00	6.8%	745.00	182.00
Buffalo	423.00	429.00	1.4%	19.00	22.00	15.8%	26.00	10.00
Burnett	861.00	919.00	6.7%	27.00	32.00	18.5%	25.00	11.00
Calumet	1,024.00	978.00	-4.5%	42.00	40.00	-4.8%	54.00	18.00
Chippewa Falls	2,111.00	2,467.00	16.9%	87.00	92.00	5.7%	201.00	24.00
Clark	1,050.00	1,214.00	15.6%	50.00	75.00	50.0%	126.00	24.00
Columbia	3,145.00	3,163.00	0.6%	161.00	185.00	14.9%	144.00	39.00
Crawford	352.00	344.00	-2.3%	26.00	30.00	15.4%	40.00	14.00
Dane	17,063.00	17,143.00	0.5%	1,018.00	1,017.00	-0.1%	942.00	236.00
Dodge	3,111.00	4,503.00	44.7%	187.00	346.00	85.0%	354.00	85.00
Door	765.00	769.00	0.5%	43.00	55.00	27.9%	40.00	12.00
Douglas	2,173.00	2,220.00	2.2%	75.00	76.00	1.3%	67.00	16.00
Dunn	2,436.00	2,631.00	8.0%	125.00	133.00	6.4%	160.00	24.00
Eau Claire	5,020.00	5,594.00	11.4%	230.00	239.00	3.9%	339.00	49.00
Florence	147.00	150.00	2.0%	18.00	18.00	0.0%	30.00	3.00
Fond du Lac	2,775.00	3,354.00	20.9%	153.00	181.00	18.3%	149.00	52.00
Forest	720.00	540.00	-25.0%	34.00	45.00	32.4%	88.00	18.00
Grant	1,046.00	982.00	-6.1%	53.00	53.00	0.0%	55.00	8.00
Green	987.00	810.00	-17.9%	53.00	46.00	-13.2%	68.00	12.00
Green Lake	691.00	731.00	5.8%	37.00	42.00	13.5%	37.00	10.00
lowa	1,099.00	1,164.00	5.9%	38.00	47.00	23.7%	38.00	16.00
Iron	184.00	231.00	25.5%	11.00	23.00	109.1%	36.00	12.00
Jackson	1,304.00	1,431.00	9.7%	64.00	67.00	4.7%	60.00	19.00
Jefferson	3,637.00	3,934.00	8.2%	163.00	165.00	1.2%	208.00	39.00
Juneau	1,421.00	1,470.00	3.4%	70.00	36.00	-48.6%	144.00	19.00
Kenosha	7,827.00	8,608.00	10.0%	539.00	584.00	8.3%	679.00	215.00
Kewaunee	326.00	376.00	15.3%	24.00	22.00	-8.3%	22.00	15.00
La Crosse	6,118.00	6,111.00	-0.1%	297.00	266.00	-10.4%	321.00	69.00
Lafayette	307.00	273.00	-11.1%	15.00	17.00	13.3%	25.00	9.00
Langlade	1,198.00	1,302.00	8.7%	75.00	72.00	-4.0%	118.00	16.00
Lincoln	1,038.00	1,014.00	-2.3%	51.00	49.00	-3.9%	53.00	13.00
Manitowoc	3,597.00	3,542.00	-1.5%	180.00	183.00	1.7%	199.00	52.00
Marathon	4,375.00	4,500.00	2.9%	245.00	278.00	13.5%	279.00	47.00
Marinette	1,841.00	1,979.00	7.5%	59.00	74.00	25.4%	64.00	18.00
Marquette	976.00	1,025.00	5.0%	47.00	44.00	-6.4%	60.00	15.00

Bold/Italicized figures are estimates based upon 97% of counties responding to the Annual Jail Report Survey.

Table 3: Wisconsin Jail Data by County (Cont.)

		Admissions	% Change	Average Daily Popula		ulation % Change	<u>Capacity</u>	<u>Staff</u>
County	2001	2002	2001-2002	2001	2002	2001-2002	2002	2002
Milwaukee								
- Jail	51,756.00	50,730.00	-2.0%	1,051.00	982.00	-6.6%	990.00	300.00
- House of Corrections	19,500.00	16,800.00	-13.8%	2,603.00	2,459.00	-5.5%	2,010.00	667.00
County Total	71,256.00	67,530.00	-5.2%	3,654.00	3,441.00	-5.8%	3,000.00	967.00
Monroe	2,033.00	2,276.00	12.0%	65.00	66.00	1.5%	65.00	16.00
Oconto	1,035.00	1,209.00	16.8%	43.00	50.00	16.3%	45.00	18.00
Oneida	2,206.00	2,238.00	1.5%	118.00	125.00	5.9%	200.00	26.00
Outagamie	7,101.00	7,147.00	0.6%	508.00	469.00	-7.7%	504.00	103.00
Ozaukee	3,157.00	3,555.00	12.6%	185.00	205.00	10.8%	320.00	45.00
Pepin	225.00	361.00	60.4%	16.00	15.00	-6.3%	31.00	8.00
Pierce	837.00	970.00	15.9%	26.00	27.00	3.8%	29.00	18.00
Polk	1,895.00	1,836.00	-3.1%	48.00	58.00	20.8%	160.00	31.00
Portage	1,862.00	1,818.00	-2.4%	94.00	95.00	1.1%	79.00	21.00
Price	469.00	477.00	1.7%	19.00	23.00	21.1%	22.00	10.00
Racine	9,449.00	9,783.00	3.5%	592.00	633.00	6.9%	650.00	120.00
Richland	732.00	745.00	1.8%	29.00	33.00	13.8%	36.00	7.00
Rock	6,542.00	6,903.00	5.5%	463.00	446.00	-3.7%	477.00	101.00
Rusk	770.00	834.00	8.3%	33.00	37.00	12.1%	50.00	12.00
St Croix	3,036.00	3,412.00	12.4%	84.00	105.00	25.0%	120.00	29.00
Sauk	3,680.00	5,349.00	45.4%	135.00	141.00	4.4%	152.00	34.00
Sawyer	1,303.00	1,230.00	-5.6%	58.00	53.00	-8.6%	30.00	12.00
Shawano	3,591.00	3,089.00	-14.0%	230.00	204.00**	-11.3**%	299.00	45.00
Sheboygan	3,800.00	4,280.00	12.6%	249.00	231.00	-7.2%	320.00	45.00
Taylor	712.00	680.00	-4.5%	34.00	41.00	20.6%	92.00	18.00
Trempealeau	1,037.00	1,103.00	6.4%	35.00	41.00	17.1%	31.00	18.00
Vernon	843.00	849.00	0.7%	27.00	27.00	0.0%	27.00	8.00
Vilas	1,417.00	1,991.00	40.5%	74.00	95.00	28.4%	125.00	20.00
Walworth	5,491.00	5,582.00	1.7%	291.00	316.00	8.6%	371.00	98.00
Washburn	847.00	861.00	1.7%	25.00	24.00	-4.0%	30.00	14.00
Washington	3,932.00	4,124.00	4.9%	189.00	204.00	7.9%	280.00	60.00
Waukesha	8,738.00	8,936.00	2.3%	568.00	601.00	5.8%	632.00	120.00
Waupaca	1,792.00	1,969.00	9.9%	94.00	127.00	35.1%	502.00	32.00
Waushara	2,444.00	2,103.00	-14.0%	149.00	135.00	-9.4%	153.00	29.00
Winnebago	5,493.00	5,739.00	4.5%	272.00	272.00	0.0%	306.00	59.00
Wood	2,526.00	2,532.00	0.2%	117.00	142.00	21.4%	131.00	31.00
State Total	255,776.00	261,684.00	2.3%	13,411.00	13,702.00**	2.2**%	15,518.00	3,653.00

Bold/Italicized figures are estimates based upon 97% of counties responding to the Annual Jail Report Survey.

^{*}In May 2004 Shawano County revised their average daily population from 85 to 204 which also affects the state total average daily population.

Staffing

The last column of Table 3 shows the number of full-time staff for each county jail in 2002. There was 3,653 full-time staff in 2002, or one staff member for every 3.72 inmates per day. However, the existence of multiple shifts increases the inmate to staff member ratio during any single staffing shift. Staffing can also be expressed as admissions per officer. The 2002 statewide average is approximately 71.6 admissions per year for every full-time staff member.

Huber Capacity

The estimated Huber capacity of all Wisconsin county jail facilities is 4,418. This is approximately 28.5% of total jail capacity for the state.

Construction Plans

Given the rapid growth of the jail inmate population in Wisconsin, many counties have expanded their jail facilities and many more plan to. Like other years, this year's survey included an open-ended question regarding jail construction plans for 2002 or 2003. The ten counties that reported having construction plans for 2002-2003 are Barron, Bayfield, Door, Kenosha, St. Croix, Sauk, Walworth, Washington, Waukesha, and Winnebago.

Electronic Monitoring

Average Daily Population (ADP) includes the number of inmates per day who are on electronic monitoring. Only sixty-one of the counties, who responded to our survey, completed the electronic monitoring question. These counties alone, however, reported 639 Wisconsin inmates on electronic monitoring per day, which is 17.6 % greater than 2001 and 35.1% greater than the figure for 2000.

Inmates Held for Other Counties

Respondents were also asked to list the total number of their inmates that were held for other counties. Some county jails hold inmates for other counties when those other counties reach the 'overcrowding' standards. Over 6,570 inmates were held under these transfer circumstances in 2002, a 19.5% increase over 2001. To compare with previous years, 8,220 inmates were housed in other counties in 1998, 5,600 in 1999, 6,150 in 2000, and 5,500 in 2001.

State and Federal Prisoners

Survey results indicate that 17.1% (44,725) of all 2002 inmates were state prisoners, a similar proportion compared with other recent years. Every year this percentage is generally assumed to be underestimated due to a lack of standard procedures in counting

state prisoners. For example, it is probable that some counties exclude those held for violations of parole or probation conditions.

In addition, 2.0% of inmates (4,113) were designated federal prisoners in 2002. This is 22.8% more than 2001 and 24.3% more than in 2000.

The average length of time spent in jail has remained constant between 2001 and 2002 with an average length of stay of 19.3* days in jail.

Given the increases in admissions, it is not surprising that the statewide ADP has also risen. In 2002 the total statewide ADP was **13,702****, **92.6****% more than in 1992 but only **2.2****% more than the 13,411 in 2001.

^{*}This is an update to the earlier published figure of 26.8 days. The formula used to calculate average length of stay is, **Average Length of Stay = Admission / Average Daily Population.** This is a more accurate figure than the earlier estimate.

^{**} In May 2004 Shawano County updated their average daily population from 85 to 204 which affects the statewide total.